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AUTHOR Tillman, George
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ABSTRACT

This report provides updated information (as of 1988) on student mobility between British Commonwealth members, reviews reports from a consultative group examining how student mobility among member countries can be fostered, and provides a comparative analysis of student inflows for member countries. Analyses include student flows between Commonwealth and non-Commonwealth members as well as the major outflows. In addition, policy and program developments appearing since August 1986 that affect student mobility in principal Commonwealth countries are reviewed; these discussions include other international higher education exchange policies and programs. The report further provides analysis of the proportion of women in Commonwealth higher education from selected countries, and a statistical evaluation of the proportion of women receiving Commonwealth Student Fellowship Awards. Concluding sections discuss the monitoring of student flows; the issues, directions, and trends in monitoring; a suggested format, data elements, and analytic categories for future monitoring; and a summarization of the chief concerns and interests relating to student mobility that have emerged internationally over the past 5 years. (GLR)

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# COMMONWEALTH STUDENT FLOWS IN AN INTERNATIONAL PERSPECTIVE: UPDATE AND MODEL FOR FUTURE MONITORING

Prepared for the Higher Education Unit
Commonwealth Secretariat
by **George Tillman**
(Revised 21 September 1988)

**Commonwealth Secretariat, Marlborough House, London SW1Y 5HX**

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# COMMONWEALTH STUDENT FLOWS IN AN INTERNATIONAL PERSPECTIVE: UPDATE AND MODEL FOR FUTURE MONITORING

## 1. INTRODUCTION

### *Genesis of the Standing Committee*

The sudden large rise in charges to overseas students in several member countries prompted the Eighth Commonwealth Education Conference in 1980 to recommend the organisation of a consultative group to examine how student mobility among member countries could be fostered and maintained. The Conference also warned that these new charges could adversely affect the operations and objectives of the Commonwealth Scholarship and Fellowship Plan (CSFP), especially as the CSFP was being increasingly used to meet national workforce needs, in addition to those of universities.

### *Orientation of its work*

A consultative Group was convened in April 1981. The three-part structure of its report set the pattern for all subsequent Commonwealth discussions of student mobility.

First, it highlighted the **values of mobility** for international understanding, for the future of the Commonwealth, for the health of higher education, for development, and for member countries with no or very limited higher education facilities.

Next, it cited the **problems** affecting mobility, noting in particular differential tuition fees and other overseas student charges; real and perceived weaknesses in higher education institutions in developing countries; high costs and inflation in developed countries; and bureaucratic complications and delays.

Finally, it recommended a series of **strategies** to foster student mobility. These focused on ways to mitigate the effects of high tuition fees and to increase the efficiency and broaden the scope of the CSFP, proposed a conceptual scheme (the Commonwealth Higher Education Programme - CHEP) to facilitate discussion of student mobility issues, and recommended the creation of a Standing Committee on student mobility to advise the Commonwealth Secretary-General and member governments on all aspects of student mobility within the Commonwealth.

This approach has remained constant and consistent, as have many of the problems.

*Values of mobility*

In 1980 Education Ministers were concerned that reasonable access to higher education throughout the Commonwealth for all those qualified to further their education could be seriously compromised by high tuition fees which were imposed arbitrarily and without thought for compensatory measures.

This concern assumed that pan-Commonwealth access involved most students moving from 'dependent' South to 'developed' North for extended periods of time. Such movement is important and will continue to be so, but the persistence of the problem of costs and the continuing development of higher education systems in the South have modified the situation. Ready access to higher education in Australia, Britain, Canada and New Zealand is not now the sole means of achieving higher education and development objectives.

*Problems of mobility*

Initially, the problems of mobility were defined as specific practical impediments to students: sharply rising tuition or entry charges; the cost of international travel; medical costs and insurance; restrictions on part-time work; the recognition of qualifications on admission and graduation; and the availability and quality of tutoring in English for academic purposes.

The difficulties and constraints encountered in the attempts to resolve these particular problems made apparent a broader range of problems and issues related to mobility.

Some are specific, such as the issues of women's participation, of post-programme practical experience for graduated students in the host country, of access for students from small and island states, and of standards for overseas recruitment and for contract or cost-recovery programmes.

More generally, the hardships produced by arbitrary increases in fees have underlined the need to be consistent in devising policies affecting overseas students, and have awakened greater appreciation for their welfare. Sensitivity has also increased to the possible effects of domestic higher education policies and of national development aid policies on Commonwealth higher education interchange and on the development and strengthening of centres of advanced studies and research.

*Strategies to foster mobility*

The Standing Committee's role is to give advice on how to foster and maintain pan-Commonwealth student mobility. This advice is submitted in reports and recommendations to the Secretary-General, and is based upon close monitoring of the developments and trends in student flows and in policies affecting them. Because of the wide range of historical relationships and contemporary circumstances present in the Commonwealth, the Committee has moved cautiously when comparing developments and trends in student flows and making comments upon policies affecting them.

The Committee's work depends upon effective monitoring of student flows in order to make intelligible comparisons and credible comments about trends. Accordingly, the Committee has encouraged the scrutiny and refinement of record-keeping systems, especially by the main sending and receiving countries, in order to develop an appropriate information system for reporting on a restricted range of agreed topics using standardised concepts, definitions and classifications.

*Fifth meeting of the Committee: taking stock*

In his opening address to the fifth meeting of the Standing Committee in August 1986, the Secretary-General regretted that "[t]here is not as yet any general advance to regain the territory lost through erosions of freedom of access for overseas students to other Commonwealth countries." The Committee echoed his words in its report, stating it felt "bound to emphasise once again the centrality of the issue of fees and charges, quotas, and other restrictions on access."

The Committee made two sets of recommendations.

The first set focused on putting flesh on the bare bones of CHEP. It recommended creation of a Commonwealth Fund for Higher Education Co-operation to support collaboration in distance education and open learning, and a number of other specific programmes and activities. Additional recommendations concerning distance education and open learning resulted in the approval by the October 1987 Heads of Governments meeting in Vancouver of the establishment of a Commonwealth of Learning agency for co-operation in distance education.

The second set of recommendations, presented in an appendix, focused on persistent concerns about student mobility: collecting standardised and comparable data on students from abroad; developing standards and policies on their recruitment, welfare, admission and graduation; counteracting the effect of rising fees on awards; recognising qualifications awarded by host country institutions; ensuring women (both as students and staff) equal access to higher educational opportunities; keeping records of student flows on a gender basis; and ensuring that awards to women students adequately meet their needs.

*The international context*

During the period of the Standing committee's existence, the growth of the international flow of students has slowed. While the development of institutional capacity in countries of the South and confusion over the recognition of foreign qualifications have been in part responsible for this reduced rate of flow, most observers agree that economic factors have been the most important damper. The principal economic impediments are the cost of international travel, the rising cost of living in Northern countries, and the cost of special overseas student tuition fees, where they exist.

## 2 UPDATE OF FLOWS

### 2.1 Summary and analysis of flows among Commonwealth members.

*Overall flows*

The intra-Commonwealth flow of students has dropped by between four and five per cent since 1983-84. At the same time, the overall flow of overseas students to Commonwealth countries has increased slightly, by between three and four per cent. This is a far cry from the suggested target of 3% annual increases for intra-Commonwealth student mobility.

Canada has experienced the most severe decline, both in overseas student numbers generally, and in Commonwealth students. There is no evidence that this decline will be reversed in the near future, as the rate of decline is still between 4%-5% for all overseas students and between 7%-9% for Commonwealth students.

India appears to have experienced a decline of around 10% in total overseas students, but a slight increase of 3%-4% in Commonwealth students.

The overseas student population in Australia has grown by about 50%. Commonwealth student numbers, however, have declined in the past year, so that their cumulative increase since 1983-84 has only been 20%-25%. In New Zealand, overseas student numbers have increased by 22.7%, but Commonwealth student numbers have decreased by 15.8%. This drop is due to Fiji's leaving the Commonwealth. If Fiji were still in the Commonwealth, this decrease would change to an increase of 10.5%.

Britain's overseas student population has grown, with an increase of 16% since 1983-84. The number of Commonwealth students however has only increased by 3% over this period. The principal increases have come from European Community member countries.

*Postgraduate students*

It is notable that in three of four countries which are able to report postgraduate student numbers, their proportion among overseas students has increased steadily. It appears that Commonwealth graduate students may form part of this trend, although the evidence is incomplete. Their rate of increase in Canada, for example, has matched that of the total overseas postgraduate population, and in 1983-84 and 1984-85, this was also true in Britain.

OVERSEAS STUDENTS, MAIN HOST COUNTRIES

| COUNTRY & LEVELS | 1983-84<br>000's | 1984-85<br>000's | 1985-86<br>000's | 1986-87<br>000's |
|---|---|---|---|---|
| Australia[1]<br>[Universities and CAE's] | 10.6 (10.0) | 13.7 (11.8) | 14.6 (12.8) | 15.8 (12.2) |
| Britain[2] | 55.4 (28.7) | 55.5 (27.9) | 62.7 (29.7) | 64.4 (29.8) |
| Canada<br>[Universities] | 35.4 (21.4) | 32.6 (19.5) | 29.4 (16.6)[1] | 28.1 (15.3) |
| India[3] | 13.3 (5.6) | 12.0 (5.1) | n.a. | 10.8 (5.8) |
| New Zealand[4]<br>[Universities] | 2.2 (1.9) | 2.3 (1.9) | 2.4 (2.0) | 2.7 (1.6) |

Notes: Commonwealth student numbers in parentheses; n.a = not available

1. Commonwealth figures are estimates.
2. All levels, using domicile rather than fees base.
3. 1983-84 and 1984-85: University Grants Commission data for universities and affiliated colleges; 1986-87: Association of Indian Universities preliminary date for universities only.
4. 1986-87 Commonwealth figure does not include Canadian students.

PROPORTION OF POST-GRADUATES

| COUNTRY | 1983-84<br>000's | 1984-85<br>000's | 1985-86<br>000's | 1986-87<br>000's |
|---|---|---|---|---|
| Australia | n.a. | 15.5 (n.a.) | 16.4 (n.a.) | 22.1 (9.8) |
| Britain | 49.7 (43.5) | 51.2 (45.0) | 51.5 (n.a.) | 51.2 (n.a.) |
| Canada | 27.8 (16.8) | 29.4 (16.7) | 32.8 (n.a.) | 34.9 (21.3) |
| New Zealand | n.a. | n.a. | 26.9 (n.a.) | 24.3 (n.a.) |

Notes: Commonwealth student numbers in parentheses; n.a. - not available

## 2.1.1. Analysis of major outflows.

The principal sending Commonwealth countries continue to be Hong Kong, Malaysia and Singapore, all of which figure among the top ten sending countries to Australia, Britain, Canada and New Zealand. Malaysia also appears in India's top ten. Nigeria appears in the top ten sending countries to Britain and India while Britain and India appear in the Australian and Canadian lists.

The other Commonwealth countries present in the "top ten" of these countries are regional partners: Papua New Guinea and "Fiji/Tuvalu" in Australia; Trinidad and Tobago in Canada; Bangladesh and Sri Lanka in India; and Tonga and Western Samoa in New Zealand. While Kenya is relatively distant from India, there are long-standing historical links between the two countries.

LEADING COMMONWEALTH SENDING COUNTRIES - TERTIARY LEVEL - 1986-87

| ORIGIN/DESTINATION | AUS-TRALIA | BRITAIN[1] | CANADA | INDIA | NEW ZEALAND | TOTAL |
|---|---|---|---|---|---|---|
| Malaysia | 8012 | 6367 | 1617 | 532 | 926 | 17454 |
| Hong Kong | 1368 | 6958 | 7047 | 6 | 72 | 15451 |
| Nigeria | 24 | 2611 | 227 | 796 | | 3658 |
| Singapore | 590 | 1856 | 1147 | 18 | 217 | 3828 |
| Kenya | 21 | 1062 | 459 | 1972 | | 3514 |
| India | 1367 | 1090 | 841 | | | 3298 |
| Britain | 184 | | 1070 | 74 | 23 | 1351 |
| Fiji/Tuvalu[2] | 852 | | | | 7 | 859 |
| Trinidad and Tobago | | 320 | 745 | 7 | | 1072 |
| Sri Lanka | 152 | | 178 | 586 | | 916 |
| Bangladesh | 93 | 382 | 131 | 266 | | 872 |
| Papua New Guinea | 194 | | 3 | | | 197 |
| Total: | 12857 | 20646 | 13465 | 4257 | 1245 | 52470 |

Notes: Where no figure is shown, the country is not reported separately in the available data.

1. Includes non-advanced further education
2. Fiji and Tuvalu not separated in Australian-supplied data; New Zealand column shows Tuvalu students only.

In all five host countries, the Commonwealth countries among the top ten sending countries account for 50% and often more (in Australia, 83%) of the students from those top ten. The proportion of all overseas students they represent, however, varies from 27% in Britain to 79% in Australia.

The most noticeable shift in flows is that of Malaysian students, whose numbers continue to decline in Canada, but have rebounded in Britain and increased considerably in Australia. While the high costs of tuition in Canada are cited by many observers (including Malaysian authorities) for this shift, it is interesting to note that the number of Hong Kong students in Canada has ceased falling, and exceeds those studying in Britain.

TOP TEN SOURCE COUNTRIES IN MAIN HOST COUNTRIES - TERTIARY LEVEL - 1986-87

| AUSTRALIA | BRITAIN | CANADA | INDIA | NEW ZEALAND |
|---|---|---|---|---|
| Malaysia | Hong Kong | Hong Kong | Kenya | Malaysia |
| Hong Kong | Malaysia | USA | Nepal | Fiji |
| Indonesia | USA | Malaysia | Jordan | Singapore |
| Fiji/Tuvalu[1] | Nigeria | China (PRC) | Nigeria | Indonesia |
| China (PRC | Greece | Philippines | Iran | Tonga |
| Singapore | West Germany | Japan | Sudan | Western Samoa |
| Thailand | Singapore | Singapore | Sri Lanka | Hong Kong |
| Papua New Guinea | Iran | Britain | Malaysia | Thailand |
| Britain | France | Trinidad | Somalia | Asia remainder[2] |
| India | Iraq | India | Bangladesh | North America[2] |

Notes: 1. Fiji and Tuvalu not separated in Australian-supplied data.
2. No country breakdown in New Zealand-supplied data.

### 2.1.2 Analysis of major inflows.

The difficulties of comparing flows among host countries become immediately apparent when the raw data are summarised. The different policies and interests of each country are reflected in the collection and reporting of data. Comparisons are thus limited by the particular categories adopted by each country.

#### AUSTRALIA

Australia hosts three distinct categories of overseas students. It provides full or partial subsidy to two, while students in the third category pay the full cost of providing them a place. This last category now comprises almost one-third of the total overseas student population. The chief source countries, accounting for over 50% of these students, are Indonesia, China (PRC), Malaysia and Japan.

The Australian government provides full support to 1412 students through the Australian International Development Assistance Bureau (AIDAB), and full or partial support to a further 17,854. The only students sponsored by home governments which the government recorded in 1987 were 1707 from the People's Republic of China and 171 Malaysians.

TOTAL ENROLMENTS - INCLUDING OVERSEAS STUDENTS - AUSTRALIA - 1986-87

| | MALE | FEMALE | TOTAL |
|---|---|---|---|
| University | 95 090 | 85 713 | 180 803 |
| Non-university post-secondary | 101 294 | 111 637 | 212 931 |
| Totals | 196 384 | 197 350 | 393 734 |

Source: Department of Employment, Education and Training, May 1988

ALL OVERSEAS STUDENTS BY LEVEL - AUSTRALIA - 1986-87

| | NON-FORMAL & FULL-FEE | | AIDAB SPONSORED | | PRIVATE SUBSIDISED | | TOTALS | | |
|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | |
| Tertiary/ Post-sec. | 5547 | 4467 44.6% | 1062 | 350 24.7% | 9182 | 5262 36.4% | 15791 | 10079 38.9% | 25870 |
| Secondary | | | | | 1923 | 1487 | 1923 | 1487 | 3410 |
| Totals | 5547 | 4467 | 1062 | 350 | 11105 | 6749 | 17714 | 11566 | 29280 |

Source: Department of Employment, Education and Training, May 1988

PRIVATE (SUBSIDISED) OVERSEAS STUDENTS BY ORIGIN - AUSTRALIA, 1986-87

| REGION OF ORIGIN | MALE | FEMALE | TOTAL |
|---|---|---|---|
| Africa | 115 | 29 | 144 |
| Asia | 9387 | 5868 | 15255 |
| Oceania | 1046 | 562 | 1608 |
| Europe & Middle East | 387 | 184 | 571 |
| Americas | 170 | 106 | 276 |
| Totals | 11105 | 6749 | 17854 |

Source: Department of Employment, Education and Training, May 1988

Despite the recent increases in the number of non-Commonwealth students, Australia still counts seven Commonwealth countries among its top ten course countries.

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**BRITAIN**

Britain's overseas student population continues to increase slowly at all levels except non-advanced further education, where over one-half the increase posted in 1985 was lost in 1986. The strongest growth is in the universities, with an increase of 8%.

TOTAL ENROLMENTS - INCLUDING OVERSEAS STUDENTS - BRITAIN

| | 1976 | 1982 | 1986 |
|---|---|---|---|
| University | | | |
| Post-graduate | 50.3 (36%) | 45.4 (35%) | 54.9 (39%) |
| Undergraduate | 221.5 ( 8%) | 250.0 ( 7%) | 246.4 ( 8%) |
| Total | 271.8 (13%) | 295.4 (11%) | 302.3 (14%) |
| Public sector H E | | | |
| Post-graduate | 62.4 (31%) | 57.1 (30%) | 69.1 (33%) |
| undergraduate | 451.2 ( 8%) | 495.9 ( 6%) | 526.9 ( 6%) |
| Total | 512.9 (11%) | 553.1 ( 9%) | 596.1 (10%) |

Note: Overseas student proportions in parentheses.

Source: Department of Education and Science, June 1988

Only four Commonwealth countries now appear in Britain's top ten source countries, while the overall Commonwealth population has remained steady. These data reflect the fact that where the net decline of the total overseas student population since 1980 is 27%, that of Commonwealth students is 33%.

## Students from abroad by sector and qualification aim

Great Britain

| | Thousands | | | | | | | Percentage change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1973[1] | 1978 | 1980 | 1982 | 1983 | 1984 | 1985 | 1986 to 1986 | 1978 to 1986 | 1985 to |
| **Universities** | | | | | | | | | | |
| Postgraduate | 15.3 | 18.3 | 16.4 | 15.9 | 16.8 | 17.7 | 20.1 | 21.5 | +17 | +7 |
| First degree | 10.0 | 18.0 | 17.4 | 15.4 | 14.6 | 14.2 | 15.4 | 16.6 | -7 | +8 |
| Sub-degree | 1.6 | 2.3 | 2.0 | 2.0 | 2.3 | 2.7 | 3.5 | 3.9 | +70 | +12 |
| Total | 26.9 | 38.5 | 35.8 | 33.3 | 33.8 | 34.66 | 39.0 | 42.0 | +9 | +8 |
| **Public sector higher education** | | | | | | | | | | |
| Postgraduate | .. | 1.5 | 1.4 | 1.3 | 1.3 | 1.3 | 1.6 | 1.6 | +6 | +1 |
| First degree | 3.1 | 9.8 | 9.4 | 7.6 | 6.7 | 6.8 | 6.8 | 7.0 | -28 | +3 |
| Sub-degree | .. | 10.8 | 8.9 | 6.4 | 5.9 | 5.4 | 5.6 | 5.5 | -49 | -1 |
| Total | 9.2 | 22.1 | 19.7 | 15.3 | 13.8 | 13.6 | 14.0 | 14.1 | -36 | +1 |
| **Total higher education** | 36.1 | 60.7 | 55.5 | 48.5 | 47.6 | 48.2 | 53.0 | 56.1 | -8 | +6 |
| **Non-advanced further education** | | | | | | | | | | |
| GCE, CSE and SCE | 8.7 | 13.1 | 9.4 | 3.1 | 3.0 | 2.8 | 2.6 | .. | | |
| Other specified | .. | 10.0 | 8.0 | 4.9 | 4.7 | 4.5 | 4.5 | .. | | |
| Unspecified | .. | 4.0 | 2.1 | 0.1 | 0.1 | 0.1 | 2.3 | .. | | |
| Total | 18.1 | 27.1 | 19.5 | 8.1 | 7.8 | 7.3 | 9.8 | 8.3 | -69 | -15 |
| **Total all levels** | 54.2 | 87.8 | 75.0 | 56.6 | 55.4 | 55.5 | 62.7 | 64.4 | -27 | +3 |

.. Figures not available
1 Excluding teacher training in the public sector for which figures are not available.



## Students from abroad by selected groups of countries

Great Britain

| | Thousands | | | | | | | Percentage change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1973[1] | 1978 | 1980 | 1982 | 1983 | 1984 | 1985 | 1986 to 1986 | 1978 to 1986 | 1985 to |
| **All years** | | | | | | | | | | |
| Other European Community[2] | .. | .. | 6.4 | 6.2 | 6.4 | 7.2 | 8.9 | 9.8 | .. | +10 |
| Other Commonwealth | 27.3 | 44.6 | 40.8 | 29.8 | 28.7 | 27.9 | 29.7 | 29.8 | -33 | - |
| Other | .. | .. | 27.8 | 20.3 | 20.3 | 20.4 | 24.2 | 24.8 | .. | +3 |
| Total | 54.2 | 87.8 | 75.0 | 56.5 | 55.4 | 55.5 | 62.7 | 64.4 | -27 | +3 |
| Total Developing[3] | .. | .. | 60.9 | 43.0 | 44.9 | 43.8 | 47.8 | 48.2 | .. | +1 |
| of which Commonwealth | .. | .. | 39.4 | 28.9 | 27.4 | 26.5 | 28.0 | 28.1 | .. | - |
| **First years** | | | | | | | | | | |
| Other European Community[2] | .. | .. | 3.5 | 3.6 | 3.8 | 4.3 | 5.6 | 6.2 | .. | +10 |
| Other Commonwealth | 15.9 | 23.5 | 19.0 | 14.0 | 14.7 | 14.5 | 16.6 | 15.9 | -32 | -4 |
| Other | .. | .. | 14.8 | 11.6 | 11.6 | 12.3 | 15.7 | 16.2 | .. | +3 |
| Total | 32.8 | 48.8 | 37.3 | 29.3 | 30.1 | 31.2 | 37.9 | 38.3 | -21 | +1 |
| Total Developing[3] | .. | .. | 29.3 | 22.9 | 22.9 | 23.4 | 27.7 | 27.2 | .. | -2 |
| of which Commonwealth | .. | .. | 18.4 | 13.4 | 13.9 | 13.7 | 15.6 | 14.9 | ... | -4 |

.. Figures not available.
1 Excluding teacher training in the public sector.
2 Including Greece in all years; including Spain and Portugal in 1985 and 1986 only.
3 As defined by the development Assistance Committee of OECD as at 31 December 1984.

**CANADA**

The cumulative decline of foreign student numbers in Canada since 1983-84 is about 20%, and of Commonwealth students, almost 30%. This decline has taken place mainly at the first-degree level, as post-graduates have registered modest increases. The net effect, however, has been an overall decline which shows little signs of ceasing. Foreign students are now less than 4% of the university population, although they are 5% of full-time enrolments.

Although students from all Commonwealth countries have shared in this decline, the drop has been distributed very unevenly. Malaysian student numbers decreased most dramatically, by 70-75%, and Hong Kong students by one-third. In contrast, the combined decrease of students from India, Singapore and the UK has been about 7%.

Commonwealth students account for 65% of undergraduate foreign students, but only one-third of graduate foreign students. Six of Canada's top ten source countries are Commonwealth members, accounting for over 40% of all foreign students.

About 75% of Commonwealth students are from Hong Kong, Malaysia, Singapore, India and Trinidad and Tobago.

FULL-TIME UNIVERSITY ENROLMENTS BY LEVEL - 1986-87 - CANADA

| | FIRST DEGREE | MASTERS | PHD | OTHER UNDERG | OTHER GRAD | TOTALS* |
|---|---|---|---|---|---|---|
| Canada* | 376,549 | 28,838 | 10,962 | 26,586 | 8,585 | 451,170 |
| Foreign | 14,130 | 4,191 | 3,389 | 1,002 | 1,182 | 23,894 |
| Totals* | 390,679 | 33,029 | 14,351 | 27,588 | 9,767 | 475,414 |

* Include students whose citizenship was not reported
Source: Statistics Canada, May 1988

TOTAL UNIVERSITY ENROLMENTS - 1986-87 - CANADA

| | CANADIAN* | FOREIGN | TOTALS |
|---|---|---|---|
| Full-time | | | |
| Male | 229,356 | 15,815 | 245,171 |
| Female | 222,164 | 8,079 | 230,243 |
| Part-time | | | |
| Male | 111,265 | 2,551 | 113,816 |
| Female | 171,978 | 1,706 | 173,684 |
| Totals | | | |
| Male | 340,621 | 18,366 | 358,987 |
| Female | 394,142 | 9,785 | 403,927 |
| Grand totals | 734,763 | 28,151 | 762,914 |

*Include students whose citizenship was not reported.
Source: Statistics Canada, May 1988.

**HONG KONG**

OVERSEAS STUDENTS ENROLLED IN TERTIARY-LEVEL COURSES*

| | | | |
|---|---|---|---|
| Commonwealth: | 100 | (from 14 countries) | |
| other: | 272 | (from 19 countries) | |
| Total: | 372 | | |
| Male: | 209 | Full-time: | 317 |
| Female: | 163 | Part-time | 55 |
| Post-graduates: | 212 | | |
| Undergraduates: | 121 | | |
| Sub-degree: | 29 | | |

New entrants, 1987-88 academic year: 215

Source of funding:

| | |
|---|---|
| Rotary Scholars | 4 |
| Commonwealth Scholars | 8 |

(remainder unknown but presumed privately supported)

*All enrolled at Hong Kong University, the Chinese University of Hong Kong, the Hong Kong Polytechnic and the Hong Kong Baptist College. There are 25,000 full-time students enrolled in these institutions.

Tuition fees for 1988-89 academic year: HK$6,200 for all degree courses; HK$4,900 for non-degree courses (the latter at colleges and polytechnics only).

ESTIMATES OF HONG KONG STUDENTS ABROAD*

| | | |
|---|---|---|
| UK | about 4,200 | [6,958] |
| Canada | about 3,400 | [7,047] |
| Australia | about 800 | [1,368] |

*Figures in brackets [] reported by the respective host countries for the study.

Policy comment: "In Hong Kong, there are no government-funded scholarships for financing students to pursue courses overseas."

**INDIA**

While data from India are incomplete, they appear to indicate an appreciable increase in Commonwealth students, accompanied by an increase in the number of countries sending students to India. The main senders remain the same. It should be noted that UNESCO reported 5,470,700 students enrolled in Indian tertiary institutions in 1983, the most recent year for which data are available. Twenty-eight percent (28%) were women.

FULL-TIME FOREIGN UNIVERSITY STUDENTS - INDIA

| COUNTRY | 1984-85 | 1986-87 |
|---|---|---|
| Kenya | 1444 | 1972 |
| Nigeria | 1399 | 796 |
| Malaysia | 827 | 532 |
| Sri Lanka | 505 | 586 |
| Sub-total | 4175 | 3886 |
| Other Commonwealth | 937 | 1986 |
| Total Commonwealth | 5112 (25) | 5872 (30) |
| Non-Commonwealth | 6945 (68) | 5005 (73) |
| Totals | 12057 (93) | 10877 (103) |

Note: Number of sending countries in parentheses

Sources: 1984-85: University Grants Commission data for universities and affiliated colleges; 1986-87: Association of Indian Universities preliminary data for universities only.

**NEW ZEALAND**

The rate of increase of overseas student numbers in New Zealand has increased in each of the past three years, from 3.7% in 1984 to 10.6% in 1986. The main increase has been among undergraduates.

About 80% of overseas students at universities come from ten countries; Malaysia and Singapore alone account for 40% of all overseas students; 60% of them are from 17 Commonwealth countries.

New Zealand reports that while overseas students are 4.3% of university enrolments, they are 5.9% of students awarded qualifications.

OVERSEAS STUDENTS IN HIGHER EDUCATION - 1986 - NEW ZEALAND

| | Full-time | Part-time | Extra-mural | Total | As % of all students |
|---|---|---|---|---|---|
| University | 2428 | 210 | 52 | 2690 | 4.34 |
| Teachers College | 18 | n/a | - | 18 | 0.57 |
| Polytechnic | 249 | n/k | - | 249 | 2.1 |
| Technical Corres- | n/a | n/a | 753 | 753 | 2.3 |

Notes: n/a = not applicable; n/k = not known

Source: Department of Education, June 1988

TOTAL UNIVERSITY ENROLMENTS - 1986 - NEW ZEALAND

| | UNDERGRAD | POSTGRAD | TOTALS |
|---|---|---|---|
| New Zealand | 52,659 | 6,630 | 59,289 |
| Overseas | 2,035 | 655 | 2,690 |
| Totals | 54,694 | 7,285 | 61,979 |

Source: Department of Education, June 1988

OVERSEAS UNIVERSITY STUDENTS BY REGION OF ORIGIN - NEW ZEALAND

| REGION/YEAR | 1983 | 1984 | 1985 | 1986 Total | 1986 Female |
|---|---|---|---|---|---|
| Pacific | 646 | 705 | 770 | 830 | 300 |
| Asia | 1329 | 1336 | 1429 | 1636 | 642 |
| Americas | 104 | 124 | 141 | 128 | 53 |
| Africa | 55 | 48 | 38 | 38 | 7 |
| Europe | 48 | 51 | 54 | 60 | 27 |
| Totals | 2182 | 2264 | 2432 | 2692 | 1029 |

**NIGERIA**

There is no information available on the number of students from other Commonwealth countries studying in Nigeria. There are however three CSFP award-holders from Ghana and Sierra Leone. Total foreign enrolments are declining.

| | FOREIGN UNIVERSITY STUDENTS- NIGERIA | | | NEW FOREIGN ENTRANTS- NIGERIA | | |
|---|---|---|---|---|---|---|
| | **1984-85** | **1985-86** | **1986-87** | **1984-85** | **1985-86** | **1986-87** |
| Male | 784 | 726 | 638 | 398 | 181 | 197 |
| Female | 375 | 368 | 302 | 166 | 112 | 82 |
| Total | 1,159 | 1,094 | 940 | 564 | 293 | 279 |

TOTAL ENROLMENTS - INCLUDING FOREIGN STUDENTS - NIGERIA

| **1984-85** | **1985-86** | **1986-87** | **1987-88** |
|---|---|---|---|
| 126,285 | 135,670 | 125,839 | 128,269 |

Source: Federal Ministry of Education, June 1988

**2.1.3 Comments**

General Commonwealth student mobility has stagnated over the past five years. Undergraduate, or first-degree level, students have either declined or slowed their rate of increase in all member countries. Post-graduate students, however, have increased in number. The notable change in direction of flow is that of Malaysian students, from Canada to Australia and Britain.

**2.2 Summary and analysis of flows between Commonwealth members and non-Commonwealth countries.**

The chief non-Commonwealth host of Commonwealth students is the United States, which attracts 70% more Commonwealth students than the main Commonwealth host countries. Hong Kong and Malaysia, which are the leading intra-Commonwealth sources, are among the top ten US sources, as is Canada.

The other major non-Commonwealth host countries do not yet appear to attract significant numbers of Commonwealth students. An increasing number of British students are studying in Europe, but no data are available on specific country distribution.

## 2.2.1 Major outflows from Commonwealth members.

### UNITED STATES

Malaysia, India, Canada, Nigeria and Hong Kong have all been among the 10 leading countries of origin of foreign students in the United States since 1983. Sixteen Commonwealth countries (Malaysia, India, Canada, Nigeria, Hong Kong, Britain, Singapore, Jamaica, Trinidad and Tobago, Cyprus, Bangladesh, Sri Lanka, Kenya, Bahamas, Australia and Ghana) now account for at least 1,000 students each, and together represent just over 30% of all foreign students in the USA. In all, there were 111,720 Commonwealth students reported in the United States in 1986-87, an increase of 1,200 over the previous year.

Over the past nine years, the populations of Canadian and Hong Kong students have remained fairly stable, while the number of Indian students has doubled. Malaysian student numbers jumped from 3,560 in 1978 to 23,020 in 1985; they have since dropped by about 6%, apparently in response to economic recession and to split-site programmes operated by US universities. The number of Nigerians has continued to decrease steadily.

One quarter of the total foreign student population studies engineering, and another third are studying business, natural sciences or mathematics. Almost half the PhD students in the US in these fields are foreign students, despite the fact that only one-third of foreign students are at the graduate level.

### FRANCE

France defines foreign students as those who are not French nationals. A French national is someone at least one of whose parents is French, or at least one of whose grandparents was born in France; or someone who has become naturalised. French nationals who have been recently naturalised may be wrongly counted among foreign nationals. Although no estimates are available, many foreign students are long-term residents, or were born in France.

In 1986-87, France reported 390,651 foreign students at the tertiary level, representing 7.1% of the student population. Francophone Africa accounted for 196,000 (50%), while the Portuguese represented a further 88,979 (22.7%). The level of Commonwealth student enrolments can only be roughly surmised from the data available. In 1985-86, there were 2,126 from Britain, and in 1986-87, 10,647 from non-francophone African countries (not all of which, of course, are Commonwealth members). There is no mention of any noticeable increase in students from these non-traditional sources.

**FEDERAL REPUBLIC OF GERMANY**

European countries accounted for over 50% of the 74,574 foreign students recorded in West Germany tertiary institutions in 1985. Australia, Britain, Canada, Cyprus, Ghana, India and Nigeria were represented by 4226 or 5.6%; no other Commonwealth country was listed separately. Foreign students overall represented 5.9% of the total tertiary student population of 1,263,700. West Germany is not attracting a noticeably greater number of Commonwealth students than it has historically. In subject matter, foreign students favour engineering (37%), mathematics and the natural sciences (17%) and medicine (10%).

**USSR**

Although no data are available on Commonwealth students in the USSR, the United States Department of State estimated in 1984 that it received approximately 60,000 foreign students, principally from developing countries. A further 30,000 were estimated to be studying in "Soviet Bloc" countries. Soviet policy is to provide full scholarships to all developing country students accepted at a Soviet institution. It is reasonable to suppose that these numbers include a proportion of Commonwealth students.

**JAPAN**

Between 1972 and 1984, the number of foreign students in Japan rose from 4,741 to 12,410. About 90% are currently from Third World countries (chiefly the Republic of China (Taiwan), the People's Republic of China and South Korea). Japan is apparently meeting some success in attracting more Malaysian students as part of its plans to raise the number of foreign students to 100,000 by the end of the century.

### 2.2.2 Comments

Non-Commonwealth countries are attracting an increasing number of foreign students. The data from the United States suggests that Commonwealth students may be increasingly drawn to these countries. There are no significant differences in the fields of study in demand by Commonwealth and non-Commonwealth students (Mathematics and Physical Sciences, Engineering and Technology Studies, and Social Sciences and Administrative Studies). Information on sources of financing are also incomplete, but suggest that the Australian and British schemes may have some influence in maintaining or producing a small increase in intra-Commonwealth flows. The main impediment to access for Commonwealth students in non-Commonwealth countries other than the United States appears to be language.

## 3. POLICY AND PROGRAMME DEVELOPMENTS SINCE AUGUST 1986

### 3.1 Discussions and developments in Commonwealth countries regarding overseas students.

**AUSTRALIA**

There have been no changes to Australia's overseas student policy since it was announced in 1985. The policy is designed to contribute to the social and economic development of peoples and institutions worldwide, particularly in developing countries in the Asia and Pacific regions. It also helps to foster educational irterchange and promote cultural and other ties.

The policy has two major elements: the Sponsored Overseas Student Program and the Private Overseas Student Program. The Sponsored Program is administered by the Australian International Development Assistance Bureau (AIDAB). Students under this program are not liable for the Overseas Student Charge (OSC), and their costs are covered by AIDAB. In 1986-87, Australia provided full support to 1412 AIDAB students.

The Private Overseas Student Program covers all others who wish to study in Australia, and provides for three categories of students: those who pay the full cost of their places in courses which have been approved to be offered on a full-cost recovery basis, and are not limited by quota ('full-fee' students); those whose places are partly subsidised by the government; and those whose places are fully subsidised. Subsidised students are restricted to quota-controlled programs, and cannot study part-time. In 1986-87, the government provided full or partial support to 17,854 students in these last two categories.

Full-fee course costs in 1988 range from A$6,000 to A$8,000 at the secondary level, and from A$6,500 to A$16,000 at the tertiary level, depending on the institution and course chosen. It was expected that the number of non-formal and full-fee students would increase appreciably in 1988 over the 1987 level of 10,000.

All higher education students, including overseas students studying under the subsidised quota-controlled program, are required to pay a higher education administration charge (in 1988, A$263) to the institution where they are enrolled.

Students under the subsidised quota-controlled program, and all junior and senior secondary school and Technical and Further Education (TAFE) students must pay the Overseas Student Charge to the Department of Employment, Education and Training. The OSC is calculated at 55% of the full average cost of an overseas student place for those commencing courses in 1988-1990; and at 32% (pre-1986 students) and 45% (1986 and 1987 students) for those continuing their courses.

The exempt categories include: students who began their courses before the OSC was introduced in 1980; students awarded postgraduate scholarships worth A$3500 or more by an Australian university or college of advanced education before 1 January 1987; participants in registered institutional reciprocal exchanges; New Zealand citizens; and full-fee paying students.

1988 LEVELS OF THE OVERSEAS STUDENT CHARGE, AUSTRALIA

HIGHER EDUCATION

| | | |
|---|---|---|
| 1. | For students who started courses before January 1, 1986: | |
| | Medicine, dentistry and veterinary science | A$4,193 |
| | All other courses | A$400 |
| 2. | For students who started courses after January 1, 1986: | |
| | Medicine, dentistry and veterinary science | A$5,736 |
| | All other courses | A$4,896 |
| 3. | For students who started courses after January 1, 1988: | |
| | Medicine, dentistry and veterinary science | A$6,890 |
| | All other courses | A$6,050 |

TECHNICAL AND FURTHER EDUCATION

| | | |
|---|---|---|
| 1. | For students who started courses before January 1, 1987: | A$593 |
| 2. | For students who started courses after January 1, 1987: | A$833 |
| 3. | For students who started courses after January 1, 1988: | A$1,018 |

SECONDARY EDUCATION

| | |
|---|---|
| All overseas students: | A$328 |

Source: Department of Employment, Education and Training, May 1988

**BRITAIN**

The 1986 review of British government and British Council funded awards schemes for students from abroad showed that in 1984-85, 17,392 awards were made for a value of £72.4 million. Two-thirds of this was spent on the Overseas Development Administration's (ODA) Technical Cooperation Programme, and about three-quarters on students and trainees from the Commonwealth and Uk dependent territories.

Fifteen Commonwealth countries each sent over 250 students under British Government funded schemes in 1984-85. Expenditures exceeded £1 million on each of 13 developing Commonwealth countries whose 9,643 students received a total of £39 million. The 526 students from the three Commonwealth 'North' countries (Canada, Australia and New Zealand) received awards totalling £2.2 million. Summary numbers and values of awards for 1986-87 and 1987-88 are reported in the table on the following page.

In February 1987, the Overseas Students Trust released The Next Steps, a review of Britain's overseas student policy and programs. The report opposed creating a unified scholarships scheme in place of the existing diversity of support programs and recommended new expenditures of £21 million for scholarship schemes. These included awards to promote trade and commercial interests, to be funded from the Department of Trade and Industry vote; awards for students below the research degree level, to be paid by the Department of Education and Science, but run by institutions; expansion of the DES Overseas Research Student Awards Scheme to include polytechnics; and increases in existing Foreign and Commonwealth Office (FCO) and ODA schemes.

The report urged a £2 million increase in the British Council's Education Counselling Service (ECS) which promotes British education abroad, and called for a further £2 million to be allocated for individual institutions to improve policy and academic welfare facilities for overseas students. It recommended that greater use be made of the advice and help of non-government agencies in operating all scholarship schemes and that the principles of shared funding and part-funding be used where appropriate in scholarship schemes to cover a larger number of students.

The Government's response so far has been to introduce three new award schemes in 1987-88: the Sino-British Friendship Scheme (350 students, £0.7 million p.a.); and the Commonwealth Nassau Fellowships and British Undergraduate Fellowships (150 students £1.3 million p.a.) for black South African students who have no other access to higher education. A further 100 awards have been made available through the Commonwealth Scholarship and Fellowship Plan.

The Foreign and Commonwealth Office (FCO) are providing support for the British Council's new Education Promotion Service (EPS), which offers the same service to colleges as the ECS offers to universities and polytechnics.

The FCO, with the assistance of the British Council and the Victoria League, has set up a Hosting for Overseas Students (HOST) programme to place overseas students with British families during holidays. The Government continues to provide support to the United Kingdom Council on Overseas Student Affairs (UKCOSA) to provide pastoral support; the 1988-89 contribution is expected to be £110,000.

Finally, in addition to funding the 1986 survey by the University of London on Overseas Students and their Place of Study', the Department of Education and Science has agreed to fund a follow-up study on overseas students and their attitude to Britain after they have returned to their home country.

Tuition fees for overseas students, as shown in the table below, will increase by 7%, 8% or 8.3%, depending upon the course. The corresponding rise in fees for home and European Community (EC) students is 4%, except for non-advanced courses, where they will rise by 8.3%.

MINIMUM RECOMMENDED TUITION FEES FOR STUDENTS FROM ABROAD IN BRITAIN

| **Level and subject groups** | **1986/87** | **1987/88** | **1988/89** |
|---|---|---|---|
| University:- Arts Courses | £3,480 | £3,690 | £3.950 |
| % increase | 5.1 | 6.0 | 7.0 |
| - Science courses | £4,570 | £4,840 | £5,180 |
| % increase | 5.1 | 5.9 | 7.0 |
| - Clinical courses | £8,450 | £8,960 | £9,590 |
| % increase | 5.0 | 6.0 | 7.0 |
| Maintained and assisted institutions: | | | |
| - Advanced courses | £3,540 | £3,720 | £4,017 |
| % increase | 6.9 | 5.1 | 8.0 |
| - Non-advanced courses | £1,947 | £2,055 | £2,226 |
| % increase | 6.9 | 5.5 | 8.3 |

Source: Department of Education and Science, June 1988

SUMMARY OF BRITISH SCHEMES 1986-87 AND 1987-88

| Scheme | Number of awards | | Value (£ million) | |
|---|---|---|---|---|
| | 1986/87 | 1987/88 | 1986/87 | 1987/88 |
| WORLDWIDE:* | | | | |
| Technical Cooperation and Training Programme (TCTP): Government to government. To assist development of human resources in developing countries. | 10,500 | 11,500 | 58.6 | 66 |
| Sino-British Friendship Scholarships | | 350 | | 0.7 |
| FCO Scholarships and Awards Scheme (FCOSAS) Future leaders, decision makers and opinion formers. | 1,160 | 1,400 | 4.2 | 5.1 |
| Marshall Aid Commemoration Scholarships Best and brightest American students. | 72 | 70 | 0.75 | 0.8 |
| Other schemes DES - Overseas Research Students Awards Scheme: strengthens research capacity in British universities. | 1,700 | 1,800 | 4.2 | 5 |
| British Council - Leaders in key professions | 400 | 500 | 3.7 | 4 |
| | 13,832 | 15,620 | 71.45 | 81.6 |
| COMMONWEALTH: | | | | |
| ODA Shared Scholarships Scheme (ODASS) High academic calibre. For those not qualifying under other schemes. Developing Commonwealth. Number of awards = new awards each year. | 150 | 175 | 0.8 | 1.1 |
| Commonwealth Scholarship and Fellowship Plan (CSFP) | 1,000 | 1,000 | 9.3 | 9.6 |
| Country Fee Support Schemes For Malaysia, Hong Kong and Cyprus as countries with traditionally strong educational links. Policy for gradual reduction. | 3,000 | 3,000 | 4.8 | 4.1 |
| | 4,150 | 4,175 | 14.9 | 14.8 |
| GRAND TOTALS | 17,982 | 19,795 | 86.35 | 96.4 |

*Do not necessarily exclude Commonwealth students

Source: Department of Education and Science, June 1988

**CANADA**

Interest in international students has grown considerably in Canada since 1986. In November 1986, the Council of Ministers of Education, Canada (CMEC) published a "Statement of Issues for Policy Consideration" which included six 'major issues':

1. formulation of policy on foreign students, and in particular the need for improved mechanisms for consultation among all interested parties;
2. funding of foreign students' education in Canada;
3. imbalances in the distribution of foreign students in Canada;
4. arrangements and services for foreign students;
5. integration of policy on foreign students in Canada with federal policy and practice on development assistance to the Third World; and
6. needs for information and research on foreign students in Canada.

The questions of curriculum adaptation, enrolment quotas, greater involvement of Canadian business, and innovation in overseas marketing of educational services were noted but considered to be of less widespread concern at the time.

The document also suggested that a discussion document might be prepared under CMEC auspices outlining a set of common principles governing provincial interests and priorities relating to foreign students, and a set of principles of interaction with the federal authorities on this subject.

In March 1987, the CMEC published Foreign Students in Canada, a comprehensive review of foreign student flows, policies and procedures, and of ongoing policy developments and proposals. This review was prepared for the CMEC and for the Commonwealth Secretariat, and was distributed by the Secretariat to all Commonwealth student mobility contact points. Discussions of these questions between the CMEC and the federal government continue, through the mechanism of the Federal-Provincial Consultative Committee on Education-Related International Activities.

The CMEC has also published a booklet for distribution abroad to complement materials available from the federal government, provincial governments, and various non-governmental organisations.

During 1987, a federal inter-departmental working committee chaired by the Department of External Affairs was established to facilitate Canada's role in international education and training, and to coordinate policy development and program adjustments where appropriate. The committee includes representation from five ministries and agencies: External Affairs, Secretary of State, CIDA, the Canada Employment and Immigration Commission (CEIC) and regional Industrial Expansion. As a result of its work, there is an effort to coordinate federal department activities designed to improve access to Canadian education and training, both in Canada and overseas. These include the development of a communication strategy, policy research, program adjustments and better information and marketing services for prospective students wishing to study in Canada.

During this period, the Secretary of State Department, through which the federal government provides financial support to post-secondary education and research, convened a number of informal consultations on international student issues with participation by representatives of federal government

departments, non-governmental organisations and universities. It also provided the Canadian Bureau for International Education (CBIE) C$150,000 to conduct surveys of institutional enrolments and policies and of attitudes of international students in Canada.

In October 1987, a National Forum on Post-Secondary Education brought together 600 representatives from post-secondary institutions and provincial and federal governments to discuss future directions. Among other recommendations, the forum called for new measures to encourage international students to come to Canada.

*Marketing/Promotion*

As part of the federal inter-departmental initiative, the Departments of External Affairs and Regional Industrial Expansion are examining ways to promote Canadian educational services and facilities more effectively abroad. Through consultations with the CMEC, provincial governments, non-governmental organisations, institutions and firms they identify appropriate federal strategies and actions. External Affairs is also examining the need for improved information and orientation services for its posts abroad, and has sponsored education trade missions to Southeast Asia and the Middle East.

*Development Aid*

In July 1988, the Canadian International Development Agency (CIDA) agreed to contribute up to C$2.1 million over a period of five years to the South Africa Education Trust Fund. The Trust, chaired by Archbishop E. Scott, will provide a variety of formal and non-formal education and training opportunities in Canada to black South Africans. The Trust's plans call for a minimum of 14 long-term scholarships, and allocate C$650,000 for short-term training.

In March 1988, CIDA made policy and programme announcements concerning international students within the context of a new development aid strategy and policy. Human resource development will become the central planning focus of all its country (bilateral) programmes.

Over the next five years, the Agency plans to double the number of foreign students and trainees whom it supports: 6,000 will be brought to Canada, and 6,000 will be supported in third-country placements. Among these 12,000 students are counted Canada's 433 CSFP awards to developing Commonwealth countries.

As a first step, CIDA is contributing C$1.3 million to a scholarship programme co-funded with Canadian universities and colleges, and administered by these institutions. Special support will be given for programmes which include a phase of practical work experience. Priority for training in Canada will go to graduate students. CIDA has also indicated that it wishes to increase the quality of welfare services provided to its award-holders, and already provides approximately C$400,000 annually to CBIE to furnish information and support services on international student matters to higher education institutions.

Funds are being made available to universities to establish centres of excellence focusing on important development issues or upon specific regions

of the developing world. These centres should offer scholarships to foreign students and receive foreign students and scholars for varying periods of time.

CIDA is also entering into agreements with specialised training institutes and with the private sector for technical and vocational training. In the Industrial Cooperation Program, an In-Plant Training Facility will be created to help small and medium-scale industries in developing countries to improve their management capability and increase their productivity. It is intended that about 50% of increased scholarship funds will be used for technical and vocational training, with much of it expected to be done by the private sector.

The Agency plans to increase its support to Canadian community groups using foreign students in their public education activities, and is especially concerned to increase the participation of Commonwealth students in such programmes.

*Employment regulations*

In March 1988, the Canada Employment and Immigration Commission (CEIC) introduced changes in the regulations governing foreign students.

Previously, foreign students were only allowed to work under certain conditions as research and teaching assistants, or in cases of urgent need. Their spouses were prohibited from all employment. Foreign students can now be employed in any job on campus, and their spouses have unrestricted access to the general labour market. They must obtain an Employment Authorisation from CEIC (for a fee of C$50) before commencing employment.

Students may also accept employment directly related to their studies for a maximum of one year following successful completion of their studies. These changes have been introduced on the grounds that they will create additional benefits and opportunities for Canadians. The possibility of income from employment will however not be counted when determining whether to issue a Student Authorisation.

CIDA-sponsored students under previous regulations were allowed to accept employment directly related to their studies, typically in a co-operative (or sandwich) arrangement. Further liberalisation of regulations affecting these students is under discussion between CEIC and CIDA.

Employed students will continue to be required to pay premiums to the Canada/Quebec pension plan and to the Unemployment Insurance (UI) fund, and will now be considered on a case by base basis for UI benefits when they become unemployed (as are Canadian students).

In the 1987-88 academic year, the Natural Sciences and Engineering Research Council (NSERC) lifted a regulation which restricted universities to using only one-third of funds NSERC provided for Teaching and Research Assistants for hiring international students.

*Credentials evaluation*

The Association of Registrars of Universities and Colleges of Canada (ARUCC) has participated in the publication of two handbooks to assist its members to

evaluate admissions applications from abroad, one on India, Pakistan and Bangladesh, and the other on Central America. ARUCC is also involved in the Trans Regional Academic Mobility and Credential Evaluation (TRACE) project along with the Association of Universities and Colleges of Canada, the German Academic Exchange Service, the Zentralstelle fur Auslandisches Bildungswesen, the International Association of Universities, the Netherlands Universities Foundation for International Co-operation, the National Board of Universities and Colleges of Sweden, Schweizerische Zentralstelle fur Hochschulwesen, the National Academic Recognition Information Centre of the British Council, the Unesco Centre for Higher Education in Europe, the European Institute for Education and Social Policy and the National Liaison Committee on Foreign Student Admission of the United States, including the Council of Graduate Schools, the College Board, the Institute of International Education, the American Association of Collegiate Registrars and Admissions Officers and the National Association for Foreign Student Affairs.

*Provincial governments*

There have been no changes in tuition fees charged foreign students at secondary schools. University tuition fees are set out on the next page.

In 1987, the Government of Ontario established a C$5 million fund to reduce the tuition fees charged to 1,000 highly qualified international graduate students to the level paid by domestic students. It also restored the right of international students to claim Ontario property and sales tax credits on their income tax returns.

In addition, Ontario modified the criteria for exemption from differential fees payment to exempt the following categories:

(a) international students who have been legal dependants of Canadian citizens or permanent residents for a minimum of three years prior to applying for exemption;

(b) visitors, and their dependants (other than graduate teaching and research assistants) who are admitted to, and remain in Canada, for the purpose of employment (the effect of the CEIC liberalisation of employment restrictions upon this category has not yet been determined);

(c) holders of Ontario Graduate Scholarships, who subsequently lose their scholarships, but who maintain the minimum acceptable grade level for OGS eligibility, until the completion of the program for which they had originally been granted the scholarships;

(d) students sponsored and financially assisted by the Inter-American, Asian, Caribbean and African Development Banks, and their spouses (those sponsored by the World Bank, UN agencies, CIDA and IDRC are already exempt);

(e) holders of Canadian Medical Research Fellowships.

INTERNATIONAL STUDENT TUITION FEES AT CANADIAN UNIVERSITIES

1987-1988

*Provinces with no differential fees*

| | Undergraduates | Graduates |
|---|---|---|
| Manitoba | $1,078 - $1,972 | $1,139 - $1,390 |
| Newfoundland | $1,108 | $718 - $892 |

*Provinces with differential fees*

| | Undergraduates | Graduates |
|---|---|---|
| Alberta | $1,416 - $2,,832 | $1,770 - $5,436 |
| British Columbia | $2,100 - $5,950 | $1,352 - $1,878 |
| New Brunswick, Nova Scotia and Prince Edward Island | $2,890 - $3,675 | $2,340 - $4,295 |
| Ontario | $4,500 - $8,301 | $2,816 - $8,500 |
| Quebec | $4,350 - $7,020 | $4,350 - $8,775 |
| Saskatchewan (University of Regina) | $1,075 - $1,952 | $1,270 - $1,304 |

1988-1989

*Provinces with no differential fees*

| | Undergraduates | % incr. | Graduates | % incr. |
|---|---|---|---|---|
| Manitoba | $1,125 - $2,133 | 7.5 | $1,230 - $1,658 | 7.5 |
| Newfoundland | $1,164 | 4.5 | $754 - $936 | 4.5 |

*Provinces with differential fees*

| | Undergraduates | % incr. | Graduates | % incr. |
|---|---|---|---|---|
| Alberta | $1,458 - $3,048 | 7.0 | $1,823 - $5,908 | 3.0-8.0 |
| British Columbia | $2,190 - $6,278 | 5.0 | $1,427 - $1,878 | 0 |
| New Brunswick, Nova Scotia and Prince Edward Island | $2,950 - $3,755 | 2.5 | $2,550 - $4,403 | 2.5 |
| Ontario | $4,700 - $8,675 | 4.3 | $2,942 - $8,883 | 4.3 |
| Quebec | $4,350 - $7,020 | 0 | $4,350 - $8,775 | 0 |
| Saskatchewan (University of Regina) | $2,332 | 16.0 | $1,400 | 6.8 |

Source: Statistics Canada, "Tuition and Living Accommodation Costs at Canadian Universities 1987-88 and 1988-89"

**NEW ZEALAND**

The New Zealand government has slightly altered the policy announcement of May 1986. The Polytechnic courses in which places are to be provided for overseas students are now: Data Processing, NZCE, NZCS, Pharmacy, Physiotherapy, Occupational Therapy, and National Certificate in Business Studies/Diploma in Accounting.

Tuition fees for all university students are currently NZ$288/yr., plus a compulsory students Association fee of NZ$100/yr. Fees for polytechnic students range up to NZ$540/yr. The new fee levels resulting from New Zealand's change of policy have not yet been announced.

**NIGERIA**

Tuition fees for non-Nigerians (except for refugees) are three to four times those paid by Nigerians. Nigeria has raised the number of CSFP awards offered annually from five to thirteen, effective from the 1988-89 session.

FEES CHARGEABLE IN INSTITUTIONS OF HIGHER LEARNING - NIGERIA
(Per session)

| | Nigerians | non-Nigerians |
|---|---|---|
| Universities | | |
| Non-degree (remedial) | N 200 - 250 | N 600 - 1000 |
| Diploma/certificate (undergraduate) | N 250 - 350 | N 750 - 1200 |
| Post-graduate | N 500 - 1000 | N 1800 - 3000 |
| Polytechnics and Colleges of Education | (not reported) | N 750 - 1050 |

Source: Federal Ministry of Education, June 1988

**3.1.1 Other international higher education exchange policies and programmes.**

**AUSTRALIA, BRITAIN, CANADA AND NEW ZEALAND**

None of these governments has formal programmes to encourage or support their own students studying in other Commonwealth countries other than through the CSFP. They do participate in a variety of bilateral student exchange programmes, as do institutions and other levels of government in these countries.

Canada, Brunei, India, Nigeria, Australia, Britain, Malta and New Zealand have helped launch the Commonwealth of Learning agency for co-operation in distance education, with administrative offices in Vancouver. (Cf. the report of the working group, Commonwealth Secretariat, June 1988.)

In response to some continued criticism of various aspects of its subsidised program, the Australian government is reviewing the overseas student policy. Any consequent changes to the condition of entry of new students would be implemented from 1990.

A task force is considering revisions to the offshore operations of the private overseas students program, while state governments are collaborating with the Commonwealth Government to develop a national "Code of Conduct" and arrangements for national registration to apply to all institutions marketing Australian education offshore.

Britain participates in the Erasmus programme, which subsidises student mobility among European Community members. The Government estimates that 3,000 UK students will participate in Erasmus over the next three years. The

British government's response to the concerns raised over student flows, and Commonwealth student flows in particular, has addressed each of the main areas identified by interest groups: it has broadened awards schemes, is providing support to the principal national voluntary organisation concerned with overseas student welfare, has accepted the idea of partnerships with institutions, and has further invested in marketing in which individual institutions or consortia of institutions have enthusiastically participated. In the prevailing economic climate it does not seem prudent to expect any further significant action.

Canada has become an associate member of the Southeast Asian Ministers of Education Organisation, and hopes this link will facilitate greater collaboration with its Commonwealth members. NSERC has recently begun a register of Canadian students abroad. Some universities report increased interest among students in study opportunities abroad, and some institutions participate in reciprocal exchanges. Most institutions have an administrative staff person responsible for collecting information on study abroad, and Queen's University has begun to develop a comprehensive data-base on international higher education exchange. All these activities include Commonwealth countries, but few focus on Commonwealth exchange per se.

Government action has come both in response to coordinated representations by universities and higher education groups to sympathetic parliamentary committees, and as a result of internal reviews.

While the concern was first triggered by the continuing drop in student numbers, discussions have moved to focus on the quality of students, and of the programmes and services offered to them. A clear priority is being given to graduate students, and to provision of programmes which meet their needs as effectively as possible. Concern also exists over the potential any measure may have to contribute to or reduce the brain drain from developing countries.

The general federal trend appears to be towards cautious liberalisation of regulations, and in the case of developing country students, a clear intent to increase direct support. The continuing commitment to provide 500 CSFP awards, the support to the Commonwealth of Learning agency, and the benefits to Commonwealth developing countries through CIDA's new initiatives constitute Canada's main contribution to strengthening Commonwealth higher education links.

Ontario is the sole province to take new measures to offset the effects of its differential fees. It is doubtful that any others will follow suit. International student mobility and international higher educational exchange generally are not significant concerns for most post-secondary institutions. Some have developed specialised policies, programmes and services, and intend to maintain if not further develop their commitment. Most have an international student adviser to provide support services. But few have responded positively to new ideas; split-site schemes, for example, have not met with any interest.

There is some apprehension among institutions that the demands upon their infrastructure of any new schemes promoted by other parties, governmental or non-governmental, might prove too onerous. They have thus begun to suggest that ample provision be made in such proposals to compensate them for any added burden which might result.

In New Zealand appropriate levels of fees for overseas students have been debated at some length since the policy changes of 1986. Although measures to introduce substantial increases to overseas students fees have been defeated twice at the government cabinet level, it now appears likely that a similar proposal in late 1988 will be successful. This would increase fees for overseas students to the 'real cost' of enrolment in a New Zealand higher education programme. The fee increases would be introduced in two stages in 1988 and 1989. It is understood that quotas would no longer apply.

### 3.2. Policies and prospects in principal non-Commonwealth host countries.

#### EUROPEAN COMMUNITY

The Erasmus project is a significant exercise in international education exchange. With a budget 20 times larger (45 million ECU in 1989) than any previous programme, it has attracted tremendous interest within the EC. Its aim is to pool European intellectual resources and to create young people who see the Community as a single entity. Whether the interest, energy and funds devoted to Erasmus will detract from exchange activity beyond the EC is a moot point: in some countries with a vigorous international education exchange policy and programme, probably not, and perhaps the opposite. In others where higher education is under severe financial strain, it may well do so. This is not however a concern of the project itself.

#### FRANCE

France has consistently had the second largest foreign student population in the world. Foreign students in principle have the same rights of access as French students, and are given support for accommodation, tuition and 'integration into the life of France', as well as help in returning home. These measures are intended to yield diplomatic and trade dividends in the long term.

In 1976, a program of special scholarships at the *3eme cycle* (final post-graduate level) was established for Third World students. In addition, more funds and personnel were allocated for information and consultation services both abroad and in France.

Four points about France's scholarship programs are worth noting:

(a) foreign governments are increasingly sharing the costs of awards with France;
(b) preference in awards is given to *3eme cycle* students in science and technology;
(c) there are *bourses de stages* (practical training) as well as *bourses d'etudes* (scholarships);
(d) there are special awards for *la francophonie*.

The general goals of the government are to increase the proportion of foreign students at the *3eme cycle*; increase science and technology exchanges with industrialised countries; and to maintain the numbers and proportion of Third World students.

**FEDERAL REPUBLIC OF GERMANY**

In West Germany, tuition is free and other fees are minimal, and investment in foreign students is considerable. Teaching and research costs per student were estimated in 1985 at US$450 million, and an additional US$36 million were spent on scholarship and other support for Third World students. A vigorous programme of promoting exchanges with all countries is being pursued as an integral part of West German foreign policy.

**JAPAN**

Japan is now attempting to raise the number of foreign students to 100,000 by the year 2000. On the one hand, it wishes to broaden its influence in international trade and commerce by establishing more direct contacts with the peoples of different countries. On the other, Japan's young adult population will begin to decline in 1992, so that the higher education system will have more room for non-Japanese.

Of the 100,000 students, it is expected that 90% will be at universities, and 10% at technical schools, this latter group to be drawn largely from developing countries. Thirty per cent will be graduate students.

Progress towards the goal has been satisfactory, with the main increases accounted for by students from Malaysia, the People's Republic of China, South Korea, and Taiwan. It remains to be seen whether the foreign student population will become more diversified in its national representation, and whether the momentum of growth can be maintained so that the target will be reached. One observer has commented that the disciplinary spread of the students is not what the Japanese government would like.

The Ministry of Education, Science and Culture (Monbusho) has identified the following measures which must be taken to manage the projected intake:

- improve admissions procedures and facilitate the recognition of qualifications;
- improve the number and quality of teachers of foreign students;
- establish courses in English only, both short and long-term;
- set up entrance examinations abroad to facilitate the admission of private students;
- provide better quality information and administrative support services abroad and in Japan;
- promote greater investment in Japanese language teaching abroad and in Japan.

**UNITED STATES**

There is no indication as yet of US government pressure on the split-site programmes between Malaysian and US institutions. On the US side at least, control is firmly with the individual campuses, or consortia. The latest experiment - the establishment of US colleges in Japan - is too new to make any assessment or prediction.

It appears that federal support to higher education may decrease in favour of basic education and human resources, especially in development aid programmes. Proponents of basic education have been successfully attacking any increase in funding for higher education schemes. This critique is aimed at multilateral programmes (e.g. of the World Bank) which receive US funds, as well as at US schemes. It thus appears that an increase in funds for scholarships and exchanges at the tertiary level is unlikely. Practically speaking, USAID uses funds from such a wide variety of its programmes to support international educational exchange that the critique has had no noticeable effect on USAID's activities to date.

The new Immigration Act and regulations reflect a more severe attitude towards visa abuses, and the J visa is likely to be monitored more closely because some critics contend it is used to by-pass regulations on the employment of foreigners (J visas are issued to scholars who come primarily to study, but who are engaged as teaching and research assistants as a way of providing financial help. The unknown number of foreign students who are working without authorisation are now subject to more severe penalties.

The most recent interpretation of tax laws relating to scholarships may dampen the flows to the US. All scholarship moneys, regardless of their source, are taxed, if they are spent in the US. The taxes are collected from the scholarship holder. Foreign governments may feel it to be more economical to send scholarship holders to countries which have no such regulations.

These developments may be mitigated by American concern with the effect that any severe crackdown might have on the US image abroad.

### 3.2.1 Comments

It is evident that non-Commonwealth countries are determined to attract the best qualified foreign students they can. Increasingly funds are being allocated to scholarships and exchange schemes, as well as to support services. In the United States, split-site programmes have become established among a few institutions, but it is not clear whether any more will adopt this form of catering to the international demand for higher education.

For the Commonwealth, whose largest reservoir of future students are among its Asian members, the dynamic policies of Japan to attract more students may present the greatest challenge and opportunity.

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## 4. WOMEN IN COMMONWEALTH HIGHER EDUCATION

### 4.1 Policies and practices of Commonwealth countries.

While all countries now report foreign students by gender, not all of them provide data which allow analysis of the proportion of women students among Commonwealth students. The Australian and Canadian records for 1986-87 may suggest that it is at least equivalent to the overall proportion. Nor do there appear to be any special programmes specifically directed at increasing the proportion of women, although all countries seem to have endorsed the recommendations that special attention be paid to doing so, and to providing necessary support services.

From the information available, it is impossible to discern any trends or directions. It is thus impossible to learn whether women's participation rates within official scholarship programmes differ from their general participation rate, or how the proportion of women among Commonwealth students compares to their proportion among all foreign students.

PROPORTION OF WOMEN IN THE FOREIGN STUDENT POPULATION

| COUNTRY | 1984-84 | 1984-85 | 1985-86 | 1986-87 |
|---|---|---|---|---|
| Australia | n.a. | n.a. | n.a. | 40 (40) |
| Britain | 26.3 (n.a.) | 27.5 (n.a.) | 29.0 (n.a.) | 30.4 (n.a.) |
| Canada | 33.4 (n.a.) | 33.7 (n.a.) | 34.5 (n.a.) | 34.7 (37.1) |
| India | n.a. | 17.7 (n.a.) | n.a. | n.a. |
| Nigeria | n.a. | 32.4 (n.a.) | 33.6 (n.a.) | 32.1 (n.a.) |
| New Zealand | n.a. | n.a. | n.a. | 38.3 (40.2) |

Notes: n.a. = not available; Commonwealth student proportions in parentheses

### 4.2. General policy and past experience of the Commonwealth Scholarship and Fellowship Plan.

The Eighth Commonwealth Education Conference in 1980 recommended that scholarship agencies "should nominate an adequate number of women applicants so that more of them could be selected for the award of scholarships under the Plan." The second ten-year review of the Plan noted in 1982 that the number of women receiving awards was increasing but urged that more be nominated "so that more can be selected on merit for awards."

The Standing Committee has made a number of comments on women's participation in both general student flows and in scholarship programmes. It has recommended that sending and receiving countries keep records of student flows on a gender basis, and that if necessary, a specific share of scholarship awards should be earmarked for women students. Such awards must adequately cater for the special needs of women as daughters, spouses and as parents with family responsibilities. The Committee has also pointed out that staff development programmes for college and university staff should give adequate recognition to the needs of women.

### 4.2.2. Women taking up CSFP awards.

From 1981-82 to 1984-85, women took up between 24% and 25% of CSFP awards. In 1985-86, this proportion dropped (the proportion of women holding CSFP awards in that year was 21%).

In 1985-86, 15 countries nominated more than 50% women candidates; while 33 nominated fewer than 30%. However, 19 countries had women as more than 50% of their CSFP holders. This may indicate that nominating and selection committees are both giving careful consideration to women candidates.

**Countries from which fewer than 30% of CSFP nominees were women in 1985-86**

Antigua and Barbuda, Bangladesh, Belize, Bermuda, Botswana, British Virgin Islands, Cyprus, Dominica, [Fiji], Gambia, Ghana, Gibraltar, Guyana, Hong Kong, India, Kenya, Kiribati, Lesotho, Malawi, Malaysia, Malta, Mauritius, New Zealand, Nigeria, Papua New Guinea, Seychelles, Singapore, Tanzania, Tonga, Uganda, Western Samoa, Zambia, Zimbabwe.

**Countries from which over 50% of CSFP nominees were women in 1985-86**

Australia, Bahamas, Barbados, Britain, Canada, Grenada, Jamaica, Maldives, Montserrat, St Lucia, St Vincent and the Grenadines, Sierra Leone, Sri Lanka, Swaziland, Trinidad and Tobago.

Source: Commonwealth Scholarship and Fellowship Plan. Twenty-sixth Annual Report for the period ending 31 March 1986.

**Countries from which fewer than 30% of CSFP holders were women in 1985-86**

Antigua and Barbuda, Australia, Bangladesh, Bermuda, Botswana, British Virgin Islands, Cook Islands, Cyprus [Fiji], Gambia, Ghana, Gibraltar, Grenada, Guyana, India, Lesotho, Malawi, Maldives, Malta, Mauritius, New Zealand, Nigeria, Niue, Papua New Guinea, Sierra Leone, Singapore, Solomon Islands, St Vincent and the Grenadines, Tanzania, Tonga, Turks and Caicos Islands, Uganda, Vanuatu, Western Samoa, Zambia.

**Countries from which over 50% of CSFP holders were women in 1985-86**

Bahamas, Barbados, Belize, Britain, Canada, Dominica, Hong Kong, Jamaica, Kenya, Kiribati, Malaysia, Montserrat, St Kitts and Nevis, St Lucia, Seychelles, Sri Lanka, Swaziland, Trinidad and Tobago, Zimbabwe.

Source: Commonwealth Scholarship and Fellowship Plan. Twenty-sixth Annual Report for the period ending 31 March 1986

The difference between a high ratio of nominated female candidates to award holders means that awarding countries are not choosing women in the same proportion as their nominations.

## 5. MONITORING STUDENT FLOWS

### 5.1. Problems and gaps in the collection, compilation and comparison of data, 1982-1987

The Standing Committee has recommended that Commonwealth receiving countries keep the following statistics on students from abroad: total population enrolled in post-secondary institutions; first-year enrolments; country of permanent residence; level and field of study; gender; types of institution; private or public funding by domestic and overseas sources. This information should be standardised and recorded in such a way that a breakdown by Commonwealth/non-Commonwealth countries can be readily derived.

Most but not all of these categories are used by the principal receiving countries. Nor are the definitions of each category comparable among them. Total post-secondary population may include categories in which few or no foreign students appear; not all countries can report first-year enrolments, which may be interpreted as first year of course or first entry; country of permanent residence competes with country of citizenship, and some reporting is done by groups of countries; fields of study and types of institution vary widely in nomenclature and definition; and information on funding is not systematically collected, except for host country funding of scholarship and training schemes.

While most receiving countries provide some information concerning numbers of Commonwealth students, it rarely covers all the categories, but is instead treated as a separate category in itself. Finally, almost no information has been available or analysed concerning the proportion which students abroad represent of their home country's corresponding age group. Two categories which have not been requested are the number of students completing programmes, and the age groupings of students.

One simple example of the problems for analysis resulting from these variations in recording and reporting is the monitoring of women's participation rates. Other than the gross rate for the total population, only the rate in the CSFP can be monitored with currently available data.

A second example is the calculation of the proportion of foreign students in a receiving country's student population, and comparing proportions among countries. Many policies and regulations governing foreign students refer to target and ceiling proportions of foreign students, but for these institutional levels are usually specified. The information available allows the calculation of some proportions, but they become relatively meaningless when comparing one country's experience with another.

These difficulties are not surprising. Some of the obvious problems of transnational comparability which have emerged in the past decade are:

(a) definition of levels and kinds of tertiary education (e.g. 'higher education', 'further education', 'polytechnic', 'community college', etc.);

(b) definition of courses and/or programmes; the nature of qualifications;

(c) identification and differentiation of self/family-financed students, versus government-financed ones; and

(d) definition of foreign student (by citizenship, country of permanent residence, country of last residence, immigration status, etc.).

### 5.2 Issues, directions and trends to monitor

At the core of concern for Commonwealth student mobility is maintaining access to appropriate courses for countries which either lack the institutional capacity or the financial means to provide suitable placements domestically. A second concern is the role access can play in maintaining and enhancing Commonwealth ties. A further concern which covers the others is increasing the participation rate of women.

Given these concerns, and the problems noted in the previous section, three types of issues or trends should be monitored:

(a) the degree of access for Commonwealth students, measured by their proportion in each level, by their funding sources, and by their citizenship;

(b) the degree of women's access, using the same measures;

(c) the appropriateness of studies (or inversely, the demand for studies) measured by level and field of study.

In particular, the pan-Commonwealth flow of students from Hong Kong, Malaysia and Singapore should be monitored, as should the flow of all Commonwealth students to the United States since these flows represent the major components of Commonwealth student mobility.

In monitoring and analysing funding sources and their effects on flows, the use of joint scholarship and training schemes, third-country training, and foreign exchange controls should be included.

Additional trends which might be usefully monitored are the completion rate of foreign students, measured by the certificates, diplomas and degrees awarded; the number of students abroad as a percentage of the home country's 20-24 years age group; and the number of students abroad as a percentage of all the home country's students in tertiary education.

**5.3 Suggested format, data elements and analytic categories for future monitoring**

It is unlikely that any member country will report its statistics so that the required analysis and comparisons can be readily made, unless the format is simple and explicit. For all countries, any external reporting requires additional manipulation of data.

The Organisation for Economic Cooperation and Development (OECD) has begun to monitor international student mobility, and has suggested the following elements and categories for data collection by each country:

(a) number of overseas students and its proportion to overall higher education enrolment;

(b) number of overseas students by level - e.g. first degree/undergraduate; graduate; non-degree; etc. - and corresponding figures for all students;

(c) number and percentage of overseas students under these headings:
- Countries of origin
- Regions of origin
- Fields of study
- Sources of financing
- Gender
- Age
- Success rate/completion rate;

(d) number and percentage of overseas students by level - e.g. first degree/undergraduate; graduate; non-degree; etc. - under the same headings as for (c), with the added request for the same data for 'fields of study', 'success rate/completion rate' for 'home' students or 'all' students, as reference.

Headings 'Age' and 'Success rate/completion rate' are the only ones which do not appear in the list of concerns in section 5.2. above.

As Australia, Britain, Canada and New Zealand belong to the OECD, members could be requested to furnish copies of their reports to the OECD, supplemented by a cross-tabulation of all the elements under three heads: for all students, for all foreign students, and for all Commonwealth students. This will of course demand additional manipulations, but may yield more useful comparisons.

Only heading 'Regions of origin' in the OECD list would be superfluous. The remaining data should ideally be supplied in both hard and electronic form, the latter in software readable by the Secretariat's computers.

## 6. STUDENT MOBILITY AND INTERNATIONAL HIGHER EDUCATION EXCHANGE

One can summarise the chief concerns and interests relating to student mobility which have emerged internationally over the past five years as follows:

(a) it is important to establish the usefulness of the variety of subsidy schemes (scholarships, bursaries, tuition fee, exemptions, loans) as well as others such as permission to work, etc., for meeting different objectives and respecting different traditions of funding higher education;

(b) it is important to enhance the flow of graduate students and the development of institutional links to strengthen research;

(c) there must be increased practical training opportunities;

(d) the equivalence of qualifications must be established globally, and international relevance of curricula for the benefit of home as well as foreign students must be assured to the greatest extent possible;

(e) welfare and support services must not only provide accurate information but also be sensitive to the influence of cultural differences;

(f) foreign student policy and programs should be coordinated with the development of education systems in the Third World (e.g. split-site programmes, distance and open education schemes);

(g) the question of how education should be marketed abroad must be addressed;

(h) the question of how all parties concerned with international higher education can best exchange, cooperate and consult, and how much centralised direction should governments give must also be considered seriously.

In most receiving countries, the problems of international student mobility have become linked to development aid and cooperation, and to the prospects of improving trade relations. In other words, international access to higher education is conceived largely in political and economic terms. There is a strong conviction in a number of Northern countries that their educational institutions are a resource whose international sales potential has been insufficiently exploited.

While it is true that considerable reference is made to the benefits of international exchange for scholarship and for international relations, one can question the extent of the commitment to promoting these benefits where policies and programmes are specifically linked to expected political and economic gains.

For sending countries, the maintenance and retention of graduates who have studied abroad are important long-term problems. Access to Northern institutions has already contributed to a considerable drain of talent and skills from the South, and also from Canada to the US; the impediments to access have only increased the cost of this drain.

Policies and programmes designed to facilitate student mobility in the interests of development must be linked to further and continued investments, by both sending and receiving countries, in higher education institutions in sending countries, and to political and economic measures which will encourage talented graduates to resist the draw of greener pastures. The development of centres of advanced research and study in a variety of disciplines throughout the Third World over the past decade is an example which needs to be extended and further supported.